

EDENTON LAND USE PLAN 1986 UPDATE

Prepared By
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RALEIGH-GREENVILLE

THE PREPARATION OF THIS PLAN WAS FINANCED IN PART BY A GRANT PROVIDED BY THE NORTH CAROLINA COASTAL MANAGEMENT PROGRAM, THROUGH FUNDS PROVIDED BY THE COASTAL ZONE MANAGEMENT ACT OF 1972, AS AMENDED, WHICH IS ADMINISTERED BY THE OFFICE OF OCEAN AND COASTAL RESOURCES MANAGEMENT, NATIONAL OCEANIC AND ATMOSPHERIC ADMINISTRATION.

LAND USE PLAN

EDENTON, NORTH CAROLINA

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CHAPTER I
INTRODUCTION

Purpose of CAMA Land Use Plan Update

In 1974, the North Carolina General Assembly enacted the Coastal Area Management Act (CAMA) for the purpose of establishing a state and local program for managing coastal resources. This management program allows local governments in twenty (20) coastal communities to prepare land use plans which establish policies to guide growth and development. The land use plans prepared under the Coastal Area Management Act form the basis for a comprehensive plan for protection, preservation, orderly development and management of the coastal area.

CAMA regulations require an update of land use plans every five (5) years. The Town of Edenton's last update was in 1981. Land use plan updates are needed to insure that all current issues related to economic and physical development are reviewed and that plans for future growth in the community adequately reflect these current issues. The preparation of this Plan represents an effort by the Town to guide growth and development in a manner which will maximize benefits to all the citizens of Edenton.

Citizen Participation

The Town of Edenton realizes citizen input is needed in the CAMA planning process to assess public perception of land development problems, needs, and issues. Town officials felt that it was important to keep citizens aware of the Land Use Plan Update process and allow them to effectively comment and participate in the decision making process. During the plan preparation period, several methods were used to encourage citizen involvement in the planning process.

A Public Education/Participation Plan was developed at the beginning of the planning period to educate the public and encourage participation. The Planning Commission met each month between December and August to discuss the CAMA Land Use Update. All meetings were open to the public and citizen input was encouraged.

Press releases were sent to the local newspaper to increase public awareness of the CAMA Land Use Plan Update. Included in the press release was a description of the land use planning process and proposed agenda items.

A meeting was held with the Economic Development Advisory Board to discuss the planning process. The Board provided valuable input.

Copies of all display maps used during the planning process were made available to the public for comment and review. These maps included an existing land use map, land classification map and a composite hazards map. All of these maps will remain in the Town Hall for citizen review after completion of the Plan.

Draft sections of this Plan including population and economy, land use policies and storm hazard mitigation were all made available to the Planning Commission and public for review. Copies of this Plan are available in Town Hall for public dissemination.

CHAPTER II

DATA COLLECTION AND ANALYSIS

The 1986 Land Use Plan is an update of a previously adopted Plan (1981). In order to consider and adopt effective policies concerning future growth and development, a data base outlining the Town's existing conditions and changes occurring since the last Plan must be established and analyzed.

Existing Conditions

The following section describes existing conditions regarding population, economy, land use and current plans, policies and regulations.

Population

The Town of Edenton is situated on Edenton Bay in southern Chowan County. Both Chowan County and Edenton have experienced significant population growth since 1960 which reversed a trend of declining population. The Town's current population estimate is 5,567.

The Town of Edenton's 1980 census population was 5,357 which represented an 8.1% increase over its 1970 population (See Exhibit 1). However, Chowan County experienced a growth rate of 17% over the same period. Edenton Township experienced a population increase of 13% compared to 40% increase for Middle Township which adjoins Edenton Township. The large population growth rates occurring in the Edenton and Middle Township are evidence of continued suburbanization occurring around Edenton. This trend will probably continue to occur in the future.

Another indicator of population increase in Edenton is the increase in total housing units. The Town of Edenton's number of housing units grew from 1,634 units in 1970 to 2,040 in 1980 representing an increase of 25%. The difference in the population

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EXHIBIT 1

POPULATION CHANGE FROM 1970-1986 EDENTON AND CHOWAN COUNTY

	<u>1970 Population</u>	<u>1980 Population</u>	<u>1970-1980 Population Change</u>	<u>1984* Population</u>	<u>1986** Population</u>	<u>1970-1986 Population Change</u>
Edenton	4,956	5,357	8.09%	5,497	5,567	12.32%
Chowan County	10,764	12,558	16.66%	12,934	13,121	21.89%

Source: North Carolina Census of Population

*1984 Municipal estimates provided by North Carolina Department of Administration.

**L. E. Wooten and Company estimate.

growth of 8.1% and housing unit growth of 20% is due to a decrease in persons per household. The average person household size in 1970 was 3.21 compared to 2.63 in 1980.

Seasonal population is an important factor in demand placed on public facilities. According to the 1980 census, Edenton had only 5 vacant seasonal and migratory housing units. Most of the seasonal vacancies are located in developments outside of the Town's planning jurisdiction. It appears that seasonal population will not place a burden on the Town's public facilities.

Economy

The economy of Edenton and Chowan County has historically centered around agricultural and coastal resources (i.e., Edenton Bay and tributaries, and Albemarle Sound). However, it appears that the economy is becoming less agricultural dependent as the area continues to grow and become more diversified.

Employment. Estimates provided by the North Carolina Employment Security Commission show significant gains in Chowan County employment over the past 15 years. Exhibit 2 indicates a 27% increase in total employment from 1970 through 1984. Even more significant is the dramatic decrease in agricultural employment. Agricultural employment has decreased by 54% from 1970 to 1984 (See Exhibit 3). In addition, the percentage of agricultural employment to non-agricultural employment has decreased significantly. The decline in agricultural employment is part of a nationwide trend and is a direct result of a number of factors such as increased mechanization and decrease in the number of small family-owned farms.

EXHIBIT 2

CHOWAN COUNTY INDUSTRY EMPLOYMENT BY PLACE OF WORK

	1970	1975	1976	1984	Percentage Change 1970-1984
Manufacturing	1,340	1,020	1,420	1,200	-10.4
Food	50	30	110	--	--
Textiles	840	650	630	570	-32.1
Lumber & Wood*	210	160	350	320	52.4
Other Manuf.**	240	180	330	310	45.8
Non-Manufacturing	2,040	2,310	2,820	3,090	51.5
Construction	180	150	160	150	-16.7
Trans., Co., & P. Util.	90	110	140	160	77.8
Trade	650	830	950	1,260	93.9
Fin., Ins., & Real Estate	80	60	70	100	25.0
Service	440	490	720	810	84.0
Government	500	530	630	600	20.0
Other Non-Manuf.	100	140	150	10	-90.0

Source: North Carolina Department of Labor

*Agricultural Services and Forestry.

**Includes Food, Printing, Stone, Clay, Glass, Fab. Metals, Nonelectric Machinery, Trans. Equipment and Misc. Manufacturing.

EXHIBIT 3

ANNUAL AVERAGE LABOR FORCE ESTIMATES CHOWAN COUNTY

	<u>% Change 1970-1984</u>	<u>1984</u>	<u>1979</u>	<u>1975</u>	<u>1970</u>
Civilian Labor Force	14%	5,230	5,070	4,550	4,580
Unemployment, Total	30%	300	210	360	230
Rate of Unemployment	1%	5.7%	4.1%	7.9%	5.0%
Employment, Total	13%	4,930	4,860	4,190	4,350
Agric. Employment	-54%	230	330	450	500
Nonag. Wage & Salary Employment	24%	3,920	3,790	3,130	3,170
All Other Nonag. Employment	15%	780	740	610	680

Source: North Carolina Department of Labor

Although total employment does show an increase, the County has also experienced significant decreases in manufacturing employment. As Exhibit 2 shows, this is particularly evident in the textile industry. The textile industry, like agriculture, is also experiencing a nationwide trend of continued decrease in employment. Since North Carolina is the leading textile employer in the United States, the results of this trend are more significant in cities and counties across the state.

The Town of Edenton has always been viewed as the "employment center" of Chowan County. This role should become even more prevalent as most of the economic growth in the County is projected to occur within the Town. Edenton and Chowan County, like much of eastern North Carolina, have many people who must commute out of the county to find employment. However, according to 1980 census information, Chowan County gains more workers from in-commuting than it loses to out-commuting. It is anticipated that the Town of Edenton will become more of a regional employment center in the future.

Retail Sales. As Exhibit 4 shows, retail sales have experienced a steady increase over the past ten years. This steady increase is a direct result of expansion in the retail sector and increases in employment and the total economy as well. Gross retail sales for the county for fiscal year 1984-85 were \$74,041,631. Gross retail sales for Edenton during the same period were \$66,337,493. As shown by the above figures, almost 90% of the county's gross retail sales receipts were in the Town of Edenton.

EXHIBIT 4

RETAIL SALES CHOWAN COUNTY
AND EDENTON

<u>Year</u>	<u>Dollar Volume</u>	
	<u>Chowan County</u>	<u>Edenton*</u>
1974-75	\$34,822,639	---
1978-79	\$57,718,376	---
1979-80	\$58,474,128	---
1980-81	\$60,852,949	---
1981-82	\$65,102,652	\$58,205,083
1982-83	\$70,885,156	\$64,189,714
1983-84	\$75,659,378	\$67,494,982
1984-85	\$74,041,631	\$66,337,493

Source: North Carolina Department of Revenue

*Analysis of Gross Retail Sales is made on cities with population in excess of 5,000.

EXHIBIT 5

RETAIL SALES AND GROSS COLLECTIONS
CHOWAN AND SURROUNDING COUNTIES
1984-1985

<u>County</u>	<u>Gross Collections</u>	<u>Gross Retail Sales</u>
Washington	\$1,175,312.42	\$ 67,661,646
Perquimans	468,734.96	29,373,588
Bertie	1,173,630.48	64,487,381
Hertford	3,399,171.83	166,839,130
Gates	432,111.38	31,518,346
Chowan	1,605,686.71	74,041,631

Source: North Carolina Department of Revenue

Further evidence that Edenton is a regional trade center is indicated in Exhibit 5. This exhibit shows Chowan County and Edenton's retail sales figures as compared to the surrounding counties of Washington, Perquimans, Bertie, Hertford and Gates counties. As shown, only Hertford County has greater retail sales than Chowan County indicating a strong economy as compared to other counties in the area.

Existing Land Use

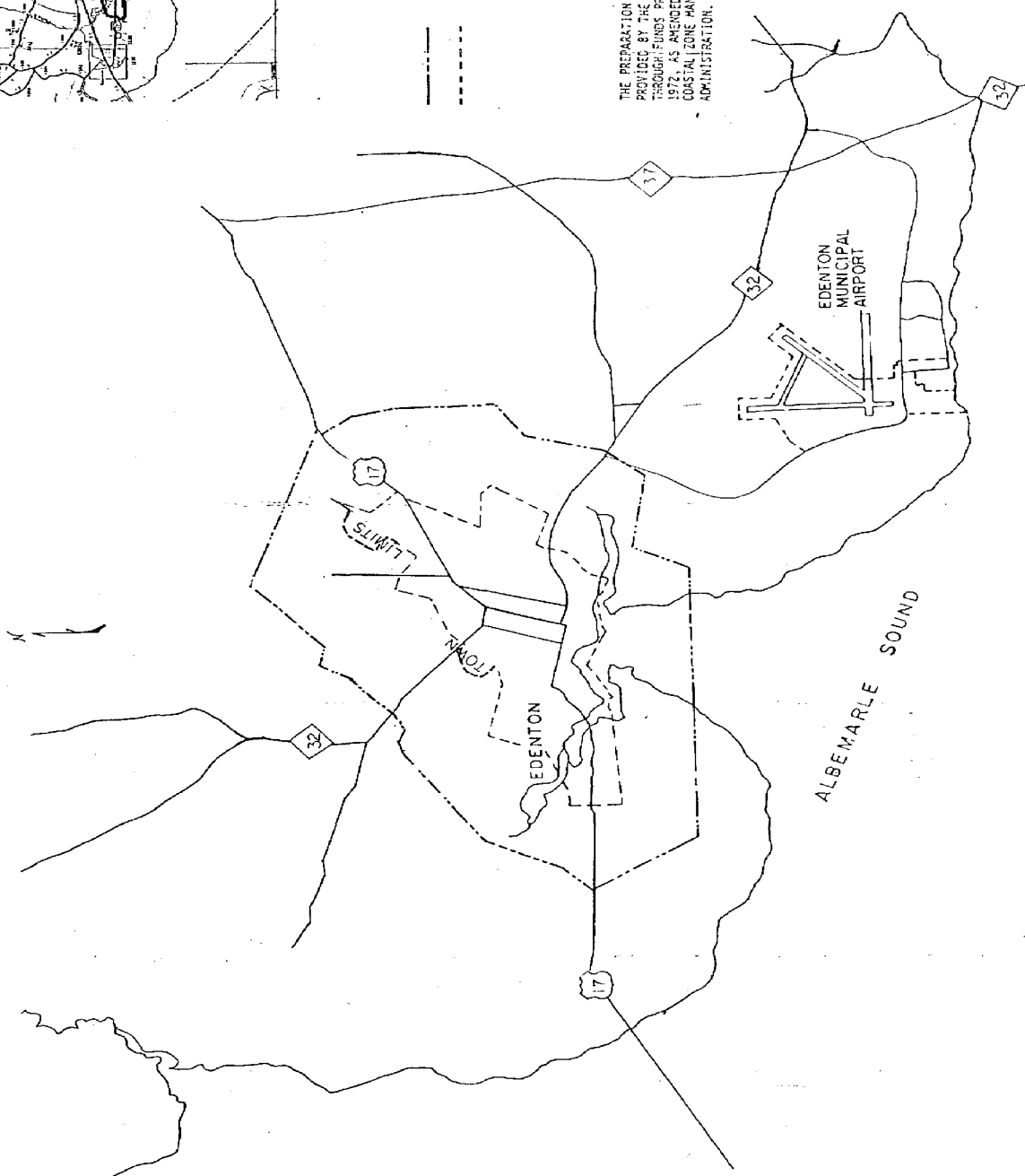
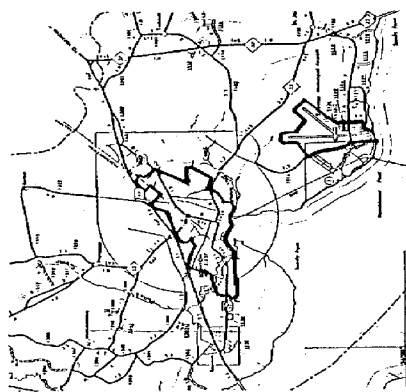
Before effective future land use decisions can be made, an inventory of existing land uses must be conducted. The following section summarizes present land uses and identifies land use trends within the planning area of Edenton.

Land Use Summary. The Edenton planning area includes the land within the Town limits, airport area and the land within the planning jurisdiction (Exhibit 6). Approximately 26% of the planning area is within the corporate limits. More than 31% of the land within the planning area is devoted to urban purposes. The remainder of the undeveloped land is agriculture, wet lands and forest.

There has been no significant changes in land use since the 1981 CAMA Land Use Plan was prepared. As indicated on the 1986 Existing Land Use Maps (Exhibit 7 and 8), the predominant land use is residential (690 acres). Residential development is concentrated in the area south of Freemason Street to Edenton Bay. Most of the building permits issued for new construction over the past 5 years are scattered throughout the jurisdiction.

Commercial land use supports retail or personal services. Predominant commercial uses are located along Broad Street which is the traditional Central Business District area. Other commercial uses

LOCATION MAP EDENTON, NC



LEGEND

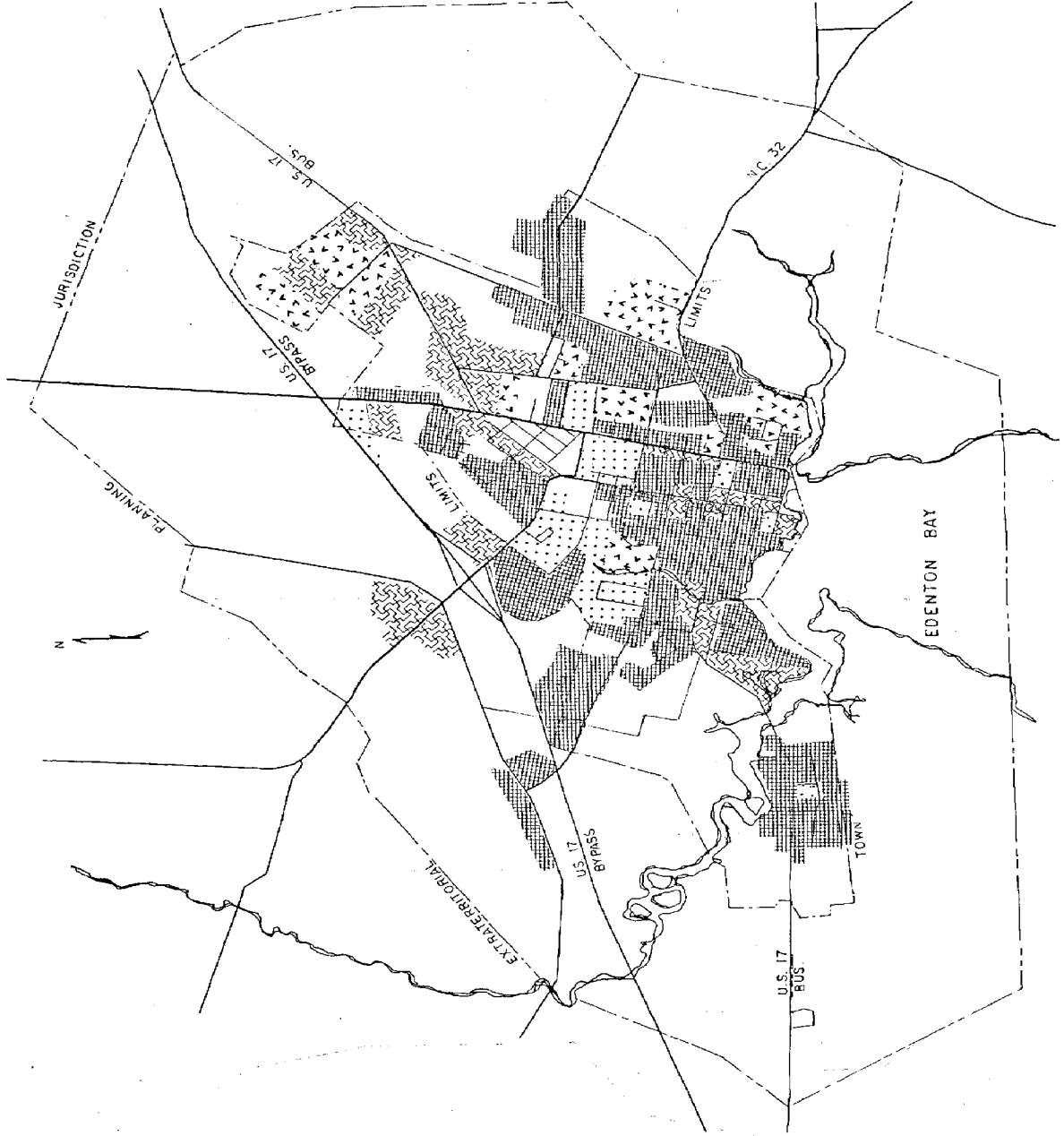
--- PLANNING JURISDICTION LIMITS

--- TOWN LIMITS

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EXISTING LAND USE EDENTON, NC



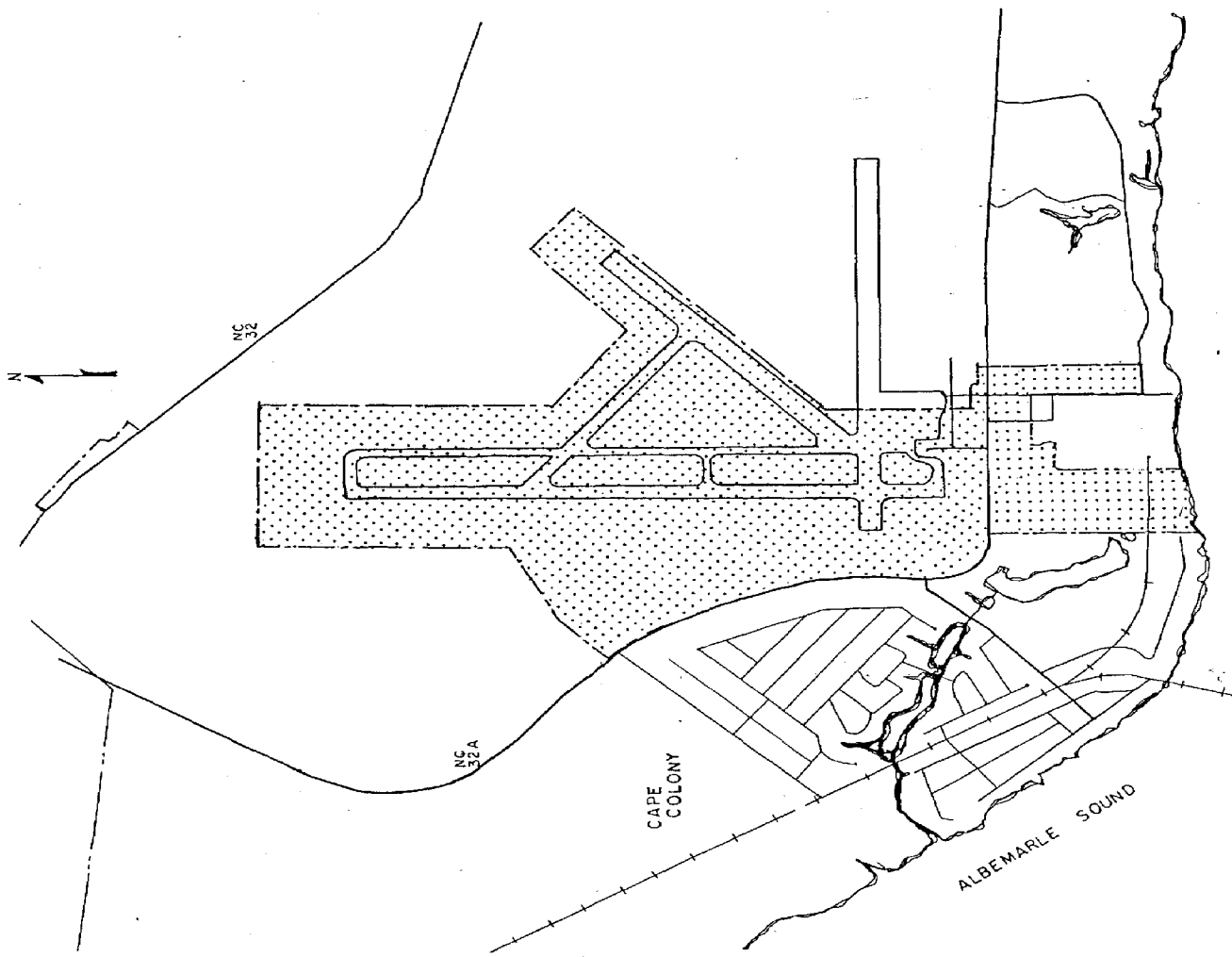
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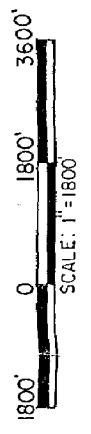
EXISTING LAND USE EDENTON MUNICIPAL AIRPORT



LEGEND

INDUSTRIAL

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are located along U.S 17 Business, intersection of Highway 32 and Mexico Road and Badham Road (400 acres).

The industrial use areas of the Town are located west of U.S. 17 North. These areas are served by rail and have easy access to major traffic arteries. In addition, the airport property is zoned industrial (231 acres).

Approximately 12% of the land use within the Town is devoted to public use (169 acres). These uses are scattered throughout the central business district and north of West Albemarle Street.

More than sixty-nine percent (90% - 9,588 acres) of the land within the Town's extraterritorial planning jurisdiction is vacant. These lands are either cleared for agricultural purposes or are forested. However, there is a small amount of commercial use at the intersection of Highway 32 and Mexico Road. In addition, residential use is occurring along Mexico Road.

In summary there are no significant land use compatibility problems within the Town's jurisdiction. Some mixed land uses are found in the older section of Town and are generally residential and neighborhood business type. This area was developed prior to the adoption of land use controls. These incompatible uses are, therefore, unplanned non-conforming land uses. This type of development will not be permitted in the future due to enforcement of the Town's zoning ordinance.

Current Plans, Policies, and Regulations

The following is a list of Edenton's current plans, policies and regulations that have significant implications for land use:

Plans. The following plans have been adopted:

- Airport Layout Plan Update for the Edenton Municipal

Airport 1984: This report anticipated an increase in airport traffic in conjunction with industrial development. The plan recommended the adoption of height controls and zoning. The Town recently satellite annexed the airport which allows the Town to apply its zoning and subdivision regulations in the area.

- Community Facilities Plan 1976: Some of the identified needs in this Plan are acquisition of a new landfill, upgrade the capacity of selected electric lines and the substation, add a water storage tank, purchase and refurbish a recreation center, provide a public beach, new tennis courts and athletic field. The Town and County were successful in purchasing the site for a landfill.

- Wastewater Facilities Plan 1976: The plan includes an assessment of Edenton's existing wastewater facilities and an estimation of facilities needed by the year 2000. The facilities plan recommended upgrading the treatment plant. The Town is in the process of upgrading its main pump station and constructing a new wastewater treatment plant.

Policies. The following land use-related policies are in effect in Edenton:

- Utilities Extension Policies: New developments within the Town limits must connect to the municipal water and sewer system. If water and sewer are not available, the developer is responsible for providing utilities that meet the Town's specifications. If development is located within the extraterritorial area, connection to municipal water and sewer is required, if economically feasible. If

not economically feasible, County-approved wells and septic tanks are required.

Regulations. The Town of Edenton enforces several regulations which have an impact on development. The Town's Building Inspector is responsible for enforcement. Regulations currently in place are:

- Zoning Ordinance 1967
- Building Code 1968
- Subdivision Ordinance 1972
- Minimum Housing Code 1979
- CAMA Regulations 1981
- Flood Zone Regulations 1985

The Town's primary regulation governing land use is its zoning ordinance. This ordinance was adopted in 1969 with a major revision occurring in 1975. There are provisions for special uses, sign control and a historic district. The historic district is designed to preserve and enhance the qualities of some of Edenton's older homes. The Town also has an airport zoning district within its ordinance. The Town recently satellite annexed the Edenton Municipal Airport. The airport zoning district has conditional industrial uses and height restrictions.

Development Constraints

All land within Edenton's planning jurisdiction is not suitable for urban development. Some areas of land contain certain development limitations. The following section discusses areas with constraints to future development.

Land Suitability

The following is an analysis of the suitability of undeveloped land for development.

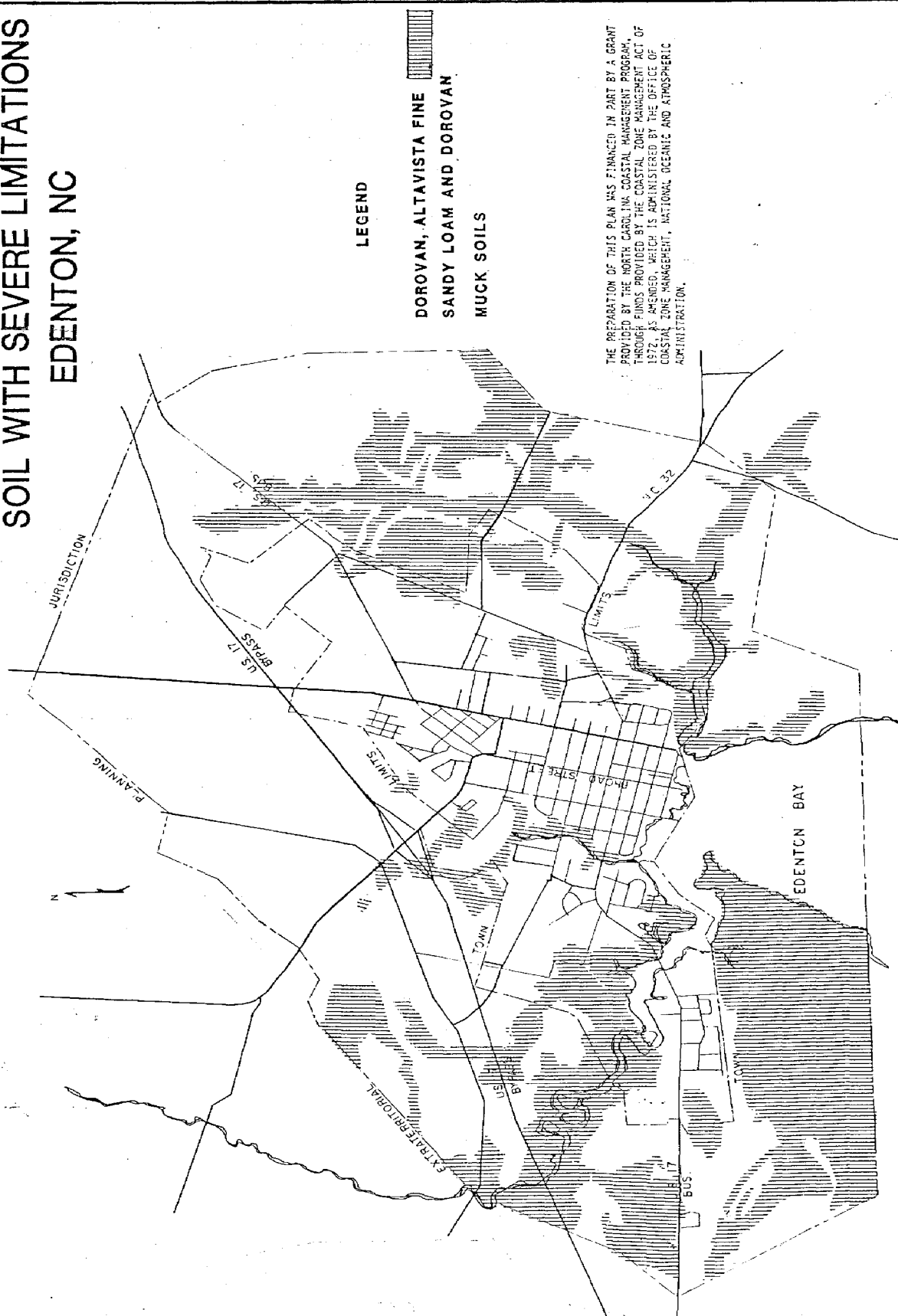
Physical Limitations for Development. This section discusses areas likely to have conditions making development costly or causing undesirable consequences.

- Hazard Areas: Man-made and natural hazards act as barriers to development and growth. The Edenton Municipal Airport and Flood Hazard Areas are considered hazard areas. The land surrounding the airport is subject to crash hazards and noise from airplanes. Development within this area should conform to the zoning ordinance and Airport Master Plan. Land development within the flood-prone areas (delineated on Flood Insurance Maps) should be monitored. All development should comply with the flood insurance program and building restriction requirements.

- Soil Limitations: A detailed soils analysis is available for Chowan County. The maps contained in this analysis can be very useful in making decisions concerning growth in Edenton and Chowan County. The information in the detailed analysis defines the areas of soil classification and development limitations for each of these classifications. The soil information provides sufficient data to make development determinations for each soil classification. Exhibit 9 shows all areas with soil types that have severe soil limitations. The characteristics associated with these soil types are poor drainage, severe wetness, flood-prone characteristics and low soil strengths for building foundations.

The Dorovan and Dorovan Muck occur in low-lying areas along the shores of creeks, streams and wooded swamps. The Altavista soil may accommodate urban uses such as dwellings without basements. However, limited growth and development should occur within this area.

**SOIL WITH SEVERE LIMITATIONS
EDENTON, NC**



- Water Supply: Almost every citizen within Edenton's corporate limits is served by water. The Town's system is also connected to the Chowan County Water System at two points to either provide or receive water which may be required during an emergency.

The system's water source is from 3 wells. One is located on W. Freemason Street at the Utility Department. A second well is located at the end of Granville Street at N.C. 32 and the third is located north of Beaver Hill Cemetery. The combined storage capacity is 800,000 gallons. Average daily use is 700,000 gallons per day. Water treatment capacity is approximately 1,200,000 gallons per day. This indicates a surplus of 500,000 gallons per day which could be used to accommodate new development.

- Areas with Excessive Slope: Excessive slopes are defined as those areas with predominant slopes exceeding 12 percent. The majority of the land within the Town's jurisdiction is flat and there are no areas with slopes of 12 percent or more. Therefore, land with excessive slopes will not be a barrier to development.

- Fragile Areas: Fragile areas are water and land environments which are sensitive to development. The Town of Edenton has identified the State designated Areas of Environmental Concern (AEC's) and the wooded swamp areas east of the Edenton Bay are fragile areas.

Areas of Environmental Concern (AEC) in Edenton as defined by the Coastal Area Management Act are the public trust waters, estuarine waters and estuarine shorelines. Estuarine shorelines are 75 feet inland from the mean high water mark. These areas are located along Edenton Bay, Pembroke, Filberts and Queen Anne's Creeks.

Development within AEC's is limited by State regulations. Permitted uses within these areas are utility easements, fishing piers, docks, and agricultural uses permitted under the North Carolina Dredge and Fill Act. In addition grounds and facilities for public recreation operated on a non-profit basis are permitted. Uses that will have a negative impact on these areas are prohibited. Uses which block navigation channels, violate water quality standards and degrade shellfish waters are strictly prohibited.

The Town of Edenton has also identified wooded swamp land as fragile environmental areas. The wooded swamp area is located south of Filberts Creek and west of the Edenton Bay. Although not classified as wet swamps (water does not stand for long periods of time), they are located in areas of extremely high water table. Wooded swamps are thought to provide a natural filtering process for agricultural runoff and also reduce the velocity of flood waters by acting as a natural retention/disposal facility.

Development within fragile areas may also be subject to the Army Corps of Engineers Section 404 permit process. Under Section 404 of the Clean Water Act, the Corps is responsible for regulating the discharge of dredge and fill materials into designated wetlands. Since Corps-related wetlands are not mapped, a field investigation determines if the land in question is classified as Corps-regulated wetlands.

Areas with Resource Potential. Areas with resource potential are defined as prime agricultural lands, mineral sites, publicly-owned forests, parks, fish and gamelands and privately owned wildlife sanctuaries. Agricultural lands are located within Edenton's planning jurisdiction and are considered valuable resources.

The total number of acres of prime agricultural land is not known. However, a large amount of land within the extraterritorial areas could be considered as having productive soils. Agriculture continues to play an important role in Edenton and Chowan County. Intensive urban development should not occur on prime agricultural land.

Capacity of Community Facilities

In order to adequately project growth, an identification of community facilities must be made. In addition, the capacity of the facilities to supply existing and future demand should be examined.

Water System. As discussed earlier under Water Supply, the Town has a surplus of 500,000 gallons per day. With a reported peak of 900,000 gallons per day, the Town is operating at about forty-two percent (42%) of its present capacity. The surplus capacity can easily accommodate the residential, commercial and industrial growth anticipated during the planning period.

Sewer System. According to the 1976 Wastewater Facilities Plan ("201 Study"), the Town sewage plant was operating at above capacity (1 million gallons per day capacity compared to 1.08 million gallons per day peak flow). The major problems identified in the Plan were due to inflow and infiltration. It was determined that treatment capacity of the Town's sewage treatment plant provided a major constraint to the location of new industries in Edenton's sewer service area.

The Town is presently constructing a new wastewater treatment plant. In addition, the main lift station will be upgraded. Estimated average daily use is .913 million gallons per day while present capacity is 1.076 million gallons per day. It is projected that the construction of the new treatment plant, together with further

reduction of inflow and infiltration will provide adequate capacity to serve the area for at least the next 20 years. Operating at current estimated usage rate, an additional 1600 persons can be accommodated on the sewer system. Projected residential, commercial and industrial development within Edenton can easily be accommodated.

Schools. The Chowan County School Board operates one high school, one junior high school and two elementary schools within Edenton. The 1978-79 school year population consisted of 2,820 compared to 2,678 for the 1979-80 school year. Present school enrollment indicates a total of 2,413 students. Projections made by the State Department of Public Instruction show modest increase in school population over the planning period. Currently schools appear to be operating at below capacity. School capacity provides no constraint for future development within the planning area.

Roads. The Town's primary road system is generally adequate for traffic peaks. Based on Department of Transportation 1985 Average Daily Traffic Counts, traffic volumes have increased in the central business districts from 1980 counts. Traffic along U.S. 17 Business has decreased significantly. According to the 1980 Thoroughfare Plan for Edenton, Granville Street between Queen and Church Street is exceeding its design capacity. However it is expected that projected growth could be accommodated within the present road system.

Major improvements underway in the Town's road system are the construction of two interchanges located on U.S. 17 at the Paradise Road and Albemarle Street intersections.

Airport. Recent improvements to the Edenton Municipal Airport has made this facility an important economic asset to the Town. The Airport improvements are consistent with a recently completed Airport Master Plan Update. As such it is adequate to accommodate the needs of Edenton throughout the planning period.

Other Community Facilities. The Town has also evaluated the capacity of police/fire protection, public administration, recreation, and solid waste disposal facilities to accommodate growth throughout the planning period.

Estimated Demand for Land and Community Facilities

In order to effectively address policies for future growth development in Edenton, it is necessary to project land and community facility requirements for the planning period. These requirements must be based on future population and economic projects and an analysis of available land and capacities of existing and proposed community facilities. Based on an examination of past trends and existing policies, the Town of Edenton will experience continued growth of its population and economy within the 10 year planning period (Exhibit 10). In order for growth to occur there has to be a balance between employment opportunities, capacities of public facilities and the availability of land suitable to accommodate residential, commercial and industrial growth. The Town of Edenton has all these factors.

EXHIBIT 10

POPULATION PROJECTIONS
EDENTON

1984 - 1996

<u>1984*</u>	<u>1985</u>	<u>1986</u>	<u>1990</u>	<u>1996</u>	Population Change % <u>1984-1996</u>
5,497	5,532	5,567	5,705	5,843	6.29

Source: Population estimates and projections made by L. E. Wooten and Company

*North Carolina Department of Administration

By 1996 it is projected that the Town will grow by 276 persons bringing the total population to 5,843. This represents an average overall growth rate of 6.3% (See Exhibit 10). The Town can easily accommodate this growth. Based on 1980 census persons per household data, it is projected that an additional 100 houses will be needed. This is approximately 10 units per year. There is an adequate amount of vacant land within the planning area to accommodate this residential growth.

The Town of Edenton is viewed as the economic center of Chowan County. It is projected that the number of jobs will continue to increase at a modest rate. The Town's current policies toward economic growth and past trends in employment, labor force and retail sales indicate growth in several sectors of the economy throughout the planning period. However, the closing of industries or the location of new industries could dramatically affect the growth rate. Based on an analysis of vacant land within the planning area, there exists adequate land to support commercial and industrial growth associated with the projected economic growth.

Summary

The Town of Edenton is expected to grow at a modest rate through 1996. The Town should continue to experience commercial, industrial and residential development that can easily be accommodated within the planning jurisdiction. There appears to be adequate vacant land available to accommodate this growth. Generally, all community facilities should be adequate to serve the community during the planning period. The construction of the new wastewater treatment plant and other system improvements will provide adequate capacity to meet projected growth demands.

CHAPTER III

POLICY STATEMENTS AND STRATEGIES

The purpose of this section of the Land Use Plan Update is to develop statements of local policy on land use issues which affect the Town of Edenton during the planning period. These policy statements should adequately reflect the analysis of existing conditions presented in previous sections of this Plan. These policy statements also provide a guide for land use related decisions during the planning period. This section provides a review of previous planning statements and presents statements relating to resource protection, resource production and management economic and community development, public participation and storm mitigation, post disaster recovery and evacuation.

Review of 1981 Policy Statements

CAMA regulations recommend that the 1986 CAMA Land Use Plan Update include an analysis of 1981 policies. The Planning Commission at one of its meetings reviewed past issues and policies and implementation strategies where applicable. The Planning Commission also made a determination as to whether or not the strategies have been implemented. The following section includes a summary evaluation of these previous policies and results:

Special Issues

The Coastal Resources Commission specified four areas to be discussed in the 1981 plan update. They were:

- Development along U.S. 17 Bypass
- Waterfront/Downtown Development
- Airport Development
- Vacation/Second Home vs. Permanent Home Site Development

Development Along U.S. 17 Bypass.

Policy: The Town Council adopted a policy aimed at encouraging development along the U.S. 17 Bypass. The Council officially asked DOT to evaluate the feasibility of providing two additional access points to the Bypass...one at Albemarle Street and one at Paradise Road. The Council felt that the provision of a direct access to U.S. 17 from the existing industrial area would facilitate truck movement and thereby enhance that area's potential for future industrial development.

Result: Paradise Road and Albermarle Street are scheduled for completion by DOT in the 1986 program year.

Waterfront/Downtown Development. The Town adopted a policy of implementing its long range plan to provide maximum public access to public waters. This is a part of a general policy of encouraging development of the downtown area of Edenton.

Result: The Town has provided off-street parking lots. Edenton's Historic District (several properties listed on National Register) has given property owners in the downtown area tax incentives to upgrade buildings. Land Use Plan amendment will allow disposal of public waterfront property in downtown area.

Airport Development. No policy was considered necessary. The Town Council adopted a Airport Layout Plan Report and Airport Noise Impact and Land Use Control Map. Chowan County considered adoption of a preliminary zoning ordinance.

Result: Airport facilities underwent substantial improvements and the airport was subsequently annexed by the Town of Edenton and zoned industrial.

Vacation/Second Home vs. Permanent Home Site Development.

It was determined that neither vacation or second homes existed within the planning area; therefore, no policy was adopted.

Standard Policy Issues - 1981

The following standard policy issues were also discussed in the 1981 Land Use Plan.

Resource Protection.

- Types of Uses Appropriate Within AEC's:

Policy: It was determined that adequate regulations are in place to control the type of development in AEC's. Therefore no policy was developed.

Result: Growth consistent with CAMA regulations has occurred.

- Historical and Archaeological Resources:

Policy: It shall be the policy of the Town of Edenton to notify the N.C. Division of Archives and History when significant land development proposals are initiated which are likely to have a detrimental effect on archaeological or historic resources.

Result: No significant land development proposals have occurred. Town has historic district zoning within its zoning ordinance. Ordinance contains provisions for the preservation of historic buildings and sites.

- Constraints to Development:

Policy: Policies in zoning ordinance and subdivision regulations require new development have a beneficial impact on the environment and areas not suitable for development because of adverse physical conditions will not be developed.

Result: - Lands with significant physical limitations have not been developed.

- Other Hazardous or Fragile Areas:

Policy: Wooded swamps within planning jurisdiction will be subject to the same development restrictions as in designated AEC's.

Result: No development has occurred in these areas.

- Hurricane and Flood Evacuation Plans:

Policy: Make use of "Chowan County's Civil Preparedness Hurricane Evacuation Plan."

Result: The County's Disaster Relief and Assistance Plan (1982) is adhered to by the Town.

- Resource Production and Management:

Policy: Limit development in areas with natural constraints to development.

Result: Development in these areas is governed by zoning and subdivision regulations.

- Local Commitment to Providing Services to Development

Subdivision regulations require that no facilities will be extended inside or outside of the corporate limits until required improvements have been installed or guaranteed. No policy was developed.

- Commitment to State and Federal Programs:

Policy: The Town will continue to vigorously pursue State and Federal funding for local programs.

Result: The Town has applied for and received CDBG funding.

- Tourism:

Policy: Continue policy to attract tourist and expand policy by exploring different ways of attracting additional tourist and promoting the Town as a "Tourist Attraction."

Result: The Town has continued to work with the Chamber of Commerce.

- Redevelopment of Developed Areas:

Policy: Continue as funds are available to seek Community Development Block Grants to assist in the renovation of deteriorated areas.

Result: The Town has continued to apply for funding.

- Public Access to Public Waters:

Policy: The Town has adequate controls to provide maximum access to public waters. Policy is not needed.

- Types and Location of Industries Desired:

Policy: The Town should continue to attract and promote industry. Industry should be encouraged to locate where water and sewer are available and within compatible land use areas.

Result: The land north of U.S. 17 Bypass and the Airport property are considered suitable for industrial location.

- Types and Densities of Urban Growth Patterns:

Policy: Develop policies to guide growth to areas capable of accommodating growth. Growth areas should be delineated.

Result: Growth and density areas were delineated on 1981 Land Classification Map.

- Channel Maintenance/Dredge & Fill Projects:

Policy: Continue to work with U.S. Corps of Engineers on channelization.

Result: No channelization projects have been initiated.

- Public Participation:

Policy: Town will actively encourage public participation in the planning process.

Implementation Strategy: Semi-annually the Planning Commission will hold public information meetings to inform the citizens of progress on preparation of community plan.

Result: Planning Commission met on regular basis throughout planning period. All meetings were open to the public and all citizens were encouraged to attend.

Summary: The Planning Commission feels that the Town has substantially complied with the adopted policy statements.

1986 Policy Statements

The development of policy statements related to growth management is the primary purpose of the Land Use Plan Update. Existing conditions, growth demands and development constraints have been addressed in previous sections. Policy statements must be consistent with these factors. Policy statements will be made in all issues concerning growth within Edenton. According to regulations, policy statements must address the following issues:

- Resource Protection
- Resource Production and Management
- Economic and Community Development
- Citizen Participation
- Storm Hazard Mitigation

The following sections of this chapter of the Plan address various land use issues, identifies policy alternatives, identifies a selected alternative and presents implementation strategies.

Resource Protection

The issues relevant to resource protection are constraints to development, areas of environmental concern, hazardous or fragile land areas cultural and historic resources, man-made hazards, hurricane and flood evacuation, water supply protection, package treatment plants, stormwater runoff, marina and floating homes industrial impacts and development of sound and estuarine system islands.

Constraints to Development.

Issue: The Town of Edenton has in place a detail soils map and a Flood Hazard Boundary Map. The soils map can indicate which soils are inappropriate for septic tanks and urban uses. The Flood Hazard Map identifies which areas are flood prone creating the necessity for floodproofing and/or elevation requirements.

Policy Alternatives:

- 1) The Town could approve future development without regard to soil identification and flood hazard areas.
- 2) The Town will strive for development which is compatible with existing soils and flood prone areas.

The Town of Edenton selects Policy #2 regarding development in areas with constraints.

Strategies

- 1) Insure that land use plan reflects consideration of soil compatibility and flood prone area. Adopt land use controls which properly control development in areas not suitable (poor soils/ flood prone areas).

- 2) Review and revise zoning ordinance, subdivision ordinance, and floodplain management ordinance, if necessary.
- 3) Zoning Ordinance - Recognize constraints in establishing districts. Increase minimum lot sizes, if necessary.
- 4) Subdivision Ordinance - Require preliminary plat review by Health Department and soil conservation service.
- 5) FEMA Flood Insurance Program - Continue to participate in regular program which establishes development controls for flood prone areas.
- 6) Non-Subdivisions - Septic tanks should be allowed only in rural, community and agriculture districts.

Areas of Environmental Concern. (AEC's)

Issue: Public Trust Areas and Estuarine Waters (Edenton Bay, Pembroke Creek, Filberts Creek, Queen Ann Creek) and the estuarine shoreline all are areas of environmental concern and are very productive natural environments. Since these areas are all closely interrelated, policy developed will treat these areas as one. They form the basic support systems for commercial and sport fishing and are utilized for navigation, recreation and aesthetic purposes. It is felt that these areas are important to the Town and the quality of these areas must be preserved.

Policy Alternatives:

(1) Town could elect to do nothing additional concerning its estuarine system and make use of its existing regulations and requirements already in place. All future development within public trust and estuarine waters will be monitored by the Coastal Resources Commission (CRC) and the Corps of Engineers (COE).

(2) In addition to monitoring programs by CRC and COE, Edenton could do all in its power to protect public rights for navigation and recreation and to assist state and federal agencies in maintenance, preservation and promotion of these areas.

The Town selects policy alternative #2.

Strategies

- (1) Guide the development of AEC's. For example, if soil conditions are poor in one area, guide development to another area.
- (2) Encourage the development and maintenance of vegetative buffer between development and AEC.
- (3) Provide assistance to fullest extent possible to federal and state agencies in regard to water quality issues.

Other Hazardous or Fragile Land Areas.

Issue: Maritime forests. None exist within the planning area; no policy needed.

Issue: No fresh water swamps or marshes exist in the planning area. However, in the area south of U.S. 17 Business and west of Filberts Creek, wooded swamp land does exist. Although not classified as wet swamps (water does not stand for long period of

time), they are located in areas with extremely high water table. Wooded swamps are thought to provide a natural filtering process for agricultural runoff and reduce the velocity of flood waters by acting as a natural retention/disposal facility.

Policy Alternatives:

- 1) The Town should do nothing to protect wooded swamps and allow development to be regulated only by CAMA permit requirements for AEC's.
- (2) The Town could enact measures to preserve the wooded swamps.

The Town selects Policy Alternative #2.

Strategies

- (1) Encourage local colleges and universities to continue study of the environmental significance of wooded swamps.
- (2) Consider designating the area as "conservation" in the Land Use Plan and adopt stringent land use controls (zoning and subdivision regulations) to protect and enhance the area.

Cultural and Historic Resources

Issue: Numerous historical and culturally significant buildings are located within the planning area. The Town of Edenton is interested in preserving its heritage by identifying and protecting these resources.

Policy Alternatives

- (1) Town could do nothing to protect these resources.

- (2) Town could establish a policy of doing all it can to protect these cultural and historical resources.

Policy Alternative #2 is selected.

Strategies

- (1) Work with Chamber of Commerce and Historic Properties Commission in promoting the value of these resources.
- (2) Continue to identify, with assistance of State Historical Preservation Office, and nominate historic structures for placement on National Register of Historic Places.
- (3) Establish/Expand existing historic district; place on National Register.
- (4) Continue to support the Historic District Commission.

Man-made Hazards.

Issue: Man-made facilities, such as hazardous waste disposal sites and flammable materials storage facilities pose a potential threat to health and safety of citizens of Edenton.

Policy Alternatives

- (1) Allow uncontrolled development of manmade hazards.
- (2) Strive to control development of new facilities through land use regulations and encourage existing facilities to relocate to areas more suitable for such facilities.

The Town selects Policy #2 for its policy on man-made Hazards.

Strategies

- (1) Review zoning ordinance for proper control of such facilities.

- (2) Work with existing owners to identify more suitable sites.

Hurricane and Flood Evacuation Needs and Plans. The Town of Edenton is covered by the Chowan County Hurricane Evacuation Plan. Specific policies pertaining to Hurricane and Flood Evacuation will be discussed under "Storm Hazard Mitigation, Post-Disaster Recovery and Evacuation Plans."

Protection of Potable Water Supply.

Issue: The Town of Edenton relies on groundwater supplies for its source of water. The protection of the quality and quantity of the Town's potable water supply is critical to the health, safety and welfare of the citizens of Edenton and provides a basis for future economic development.

Policy Alternatives

- (1) Allow uncontrolled development without regard to impact on the Town's water supply.
- (2) Guide development in manner which minimizes any adverse impact on the Town's water supply.

Policy Alternative #2 is selected to guide development near groundwater supplies.

Strategies

- (1) Analyze existing land use regulations to determine impact on water supply.
- (2) Through zoning ordinance, control densities and septic tank utilization adjacent to groundwater supply.

- (3) Evaluate any proposals for a major groundwater using development (industry - to use Town water or to be served by private wells) to determine impact on Town's capacity to provide water to existing and future development.
- (4) Conduct an examination of land use around the Town's well sites to identify possible incompatible uses.

Package Treatment Plants/Sewage Treatment Disposal.

No policy is necessary. Sewer expansion policies will be discussed under economic and community development policies.

Stormwater Runoff (Agriculture, Residential Development, Phosphate/ Peat Mining).

Issue: Stormwater runoff from intensive development and agricultural uses can carry sediments and pollutants into wetlands and estuarine waters contaminating and smothering habitats, blocking sunlight from marine plants and damaging fish and shellfish.

Policy

Stormwater runoff occurring outside the Town's planning area can damage use of the Town's major natural and economic resources (Edenton Bay and Creeks). The Town will take steps to discourage excessive runoff, particularly from agricultural uses, in the surrounding area.

Strategies

- (1) Work closely with Chowan County in identifying the potential adverse impact associated with uncontrolled agricultural stormwater runoff.

- (2) Encourage the County to participate financially with the Soil and Water Conservation District in the conservation cost sharing programs.
- (3) Notify the State Land Quality staff when land disturbing activities of greater than one acre take place and encourage Chowan County to do the same for activity adjacent to the Bay and creeks.

Marina and Floating Home Development. No floating home developments are located in Edenton. If such a development were proposed, its location would be in compliance with the Town's zoning ordinance.

Issue: Marinas are water-dependent projects which, if properly developed, can provide public access to valuable water resources, such as the Edenton Bay and can be an economic asset to the community.

Policy Alternatives

- (1) Marinas will not be allowed within the Edenton Planning area.
- (2) Marinas developed in accordance with the Division of Coastal Management standards and guidelines shall be considered.

Policy Alternative #2 is selected.

Strategies

- (1) Support the Coastal Resources Commission permitting process when reviewing marina proposals.
- (2) Review plans for marinas on a case-by-case basis.

- (3) Ensure that the location of marinas is consistent with the Town's zoning ordinance.

Industrial Impacts on Fragile Areas. The Town of Edenton has determined that existing industries have no impact on fragile environmental areas. The Town has also determined that, based on local trends in industrial development and the existing national business climate, an expansion of Edenton's industrial base cannot be reliably predicted. Therefore, no policy statement is needed at this time. However, should a major industrial project be proposed (new location or expansion) in the planning period, the Town will assess the environmental impact of the development and consider an amendment to this plan to address impacts on fragile areas.

Development of Sound and Estuarine System Islands. None exist within the planning area; therefore, no policy is needed.

Resource Production and Management Policy. Effective management of valuable resources is important to the citizens of Edenton. Issues relevant to agriculture, commercial and recreational fisheries and mineral production are discussed below.

Productive Agricultural Land.

Issue: Based on soil survey information, most productive agriculture soils are located in low areas surrounding creeks. These areas are not prime locations for development but the Town does feel a need to protect its agricultural land.

Policy Alternative

- 1) The Town could do nothing additional to protect its agricultural land and rely on existing regulations.

- 2) Edenton could adopt a policy of reviewing its development trends to ensure that growth does not occur in prime agricultural lands.

The Town adopts Policy Alternative #2.

Strategies

- 1) Identify prime agricultural lands.
- 2) Designate prime agricultural land as conservation or rural.
- 3) Insure that zoning and subdivision ordinances control growth through use and density restrictions.

Commercial Forest Land - Commercial forest areas do not exist in Edenton. No policy is needed.

Commerical and Recreational Fisheries.

Issue: Public trust and estuarine waters are viewed as important assets to commercial and recreational fishing and should be protected.

Policy Alternatives:

- 1) Allow waters to remain in present state and do nothing to enhance the quality of water.
- 2) Town could do everything within its power to work with State, federal and local agencies to maintain and improve water quality and to promote the image of the Bay and its tributaries.

The Town selects Policy Alternative #2 as its policy for protecting commercial and recreational fisheries.

Strategies

- 1) Encourage County officials to take action necessary to reduce non-point sources of pollution (such as agricultural runoff) pollution.
- 2) Work with the Chamber of Commerce to actively promote the Edenton Bay as a viable commercial and recreational area.
- 3) Work with State Division of Environmental Management, Water quality Section, to preserve and improve water quality.

Existing and Potential Mineral Production Areas. There are no existing and no potential mineral production areas within the planning jurisdiction. No policy is needed.

Off-Road Vehicles. The use of off-road vehicles and their impact on the environment is normally applicable to beach locations and is not an issue in Edenton.

Impact of Development on Resources. Peat and Phosphate mining does not currently exist within the planning area and are not expected to occur during the planning period. Residential, industrial and commercial land development which is projected within the planning period will not cause any significant, adverse impact on resource production. Existing land use policies and regulations are considered adequate; therefore, no policy is needed.

Community and Economic Development

The following section outlines community and economic development issues and policies that affect future growth and development of the Town of Edenton.

Types and Locations of Industrial Development Desired.

Issue: The Town, through development of increased wastewater treatment capacity, will have more alternatives for types and locations of future industry. Industrial development not only will create new jobs, but will also increase the tax base and upgrade the standard of living for all of Edenton's citizens.

Policy Alternatives

- 1) Do nothing to promote industry and allow industry to locate in any area of Edenton.
- 2) Encourage the recruitment of agricultural and technical-related industries to be located in areas suitable for such facilities.
- 3) Guide all future industrial development to the airport.
- 4) Encourage the expansion of existing industries which are presently located in desirable areas.
- 5) Develop an economic development program consisting of a blend of recruitment of agricultural and technical-related industries with expansion of existing industries. New industries should be located in areas most suited for industrial development.

The Town adopts Policy Alternative #5.

Strategies

- 1) Prepare an economic development strategic plan to identify economic development problems and potentials, identify appropriate industrial and business development strategies and locations and identify potential funding sources.

- 2) Work closely with the Edenton Chamber of Commerce, the Edenton Economic Development Council and N.C. Department of Commerce in promoting the Town as a desirable location for prospective industries. Solicit funding for infrastructure needs or direct financial assistance (Community Development Block Grants, Urban Development Action Grant, Economic Development Administration).
- 3) Work with Chowan County economic development officials in identifying appropriate industrial locations.
- 4) Continue to enforce existing land use controls in regulating industrial development.

Local Commitment to Providing Services to Development.

Issue: If residential, industrial, commercial or institutional development choose to locate outside of existing service areas, policies for providing services should be adopted. Since the Town of Edenton is undergoing a major wastewater treatment plant project, the planning area (with the exception of the airport area) can be served by the existing facility. A package wastewater treatment plant may be a viable solution to wastewater treatment and disposal needs at the airport. For development covered by the subdivision ordinance, municipal services will not be provided until required improvements are installed or guaranteed.

Policy Alternatives

- 1) Town could choose to provide water and sewer services only to areas that petition for voluntary annexation.

- 2) The Town could provide water and sewer service to anyone outside of service area, only if Town funds are not involved.
- 3) The Town could provide water and sewer service to anyone outside the service area. The Town will pay all costs of extending the services. Developer has to pay for sewer to site.

The Town adopts Policy Alternative #1 as policy to provide water and sewer services only to areas that petition for voluntary annexation. If there is no petition for annexation, the developer has to pay all cost for service installation.

Types and Densities of Urban Growth Patterns.

Issue: As discussed previously in "Growth Demand Projections," the Town of Edenton can easily accommodate all projected residential, commercial and industrial growth with the planning jurisdiction.

Policy Alternatives

- 1) The Town could continue to enforce zoning ordinance and subdivision regulations within its jurisdiction and do nothing additional.
- 2) Allow growth to occur in areas best suited for development.

The Town adopts Policy Alternative #2.

Strategies

- 1) The Planning Commission and Town Council will meet annually to review the Land Classification Plan and development trends to determine if any revisions are needed to the text and official map of the zoning ordinance.
- 2) Continue enforcing land use regulations in conjunction with a review of the Land Classification Plan.

Redevelopment of Older Developed Areas.

Issue: Several older neighborhoods exist within Edenton.

These areas suffer from deteriorated or dilapidated housing conditions. Further deterioration and dilapidation will lead to slum conditions, loss of viable housing resources and erosion of tax base. Also, the downtown business district is important to the Town's economic viability and should be preserved and promoted.

Policy Alternatives

- 1) Take no action and allow these areas to deteriorate further.
- 2) The Town will do all it can to promote the preservation of existing neighborhoods and the downtown business district.

The Town adopts Policy Alternative #2.

Strategies

- 1) Continue to actively pursue all federal and state grants that can be used to redevelop these older areas.
- 2) Consider active implementation of minimum housing code.

- 3) Consider intergrating downtown business development into its economic development efforts.
- 4) Consider revision of downtown development plan to reflect needed public and private improvements.
- 5) Consider developing a low interest loan pool to encourage downtown business owners to rehabilitate their establishments.

Commitment to State and Federal Programs.

Issue: State and Federal programs play an important part in the Town's development. Programs such as erosion control, public access, highway improvements, park facilities, etc., require the Town's cooperation. It has been the Town's policy in the past to provide assistance and cooperate with state and federal officials in all development activities. No further policy is needed.

Assistance to Channel Maintenance and Beach Nourishment Projects.

Issue: It is necessary to maintain the Edenton Bay for recreational and commercial purposes. Beach nourishment projects are not applicable.

Policy Alternatives:

- 1) No action.
- 2) Town could work with the Corps of Engineers when channel maintenance is required.

The Town adopts Policy Alternative #2.

Strategies

- 1) Identify barriers to navigation and call to the attention the Corps of Engineers.

- 2) Contact Corps for assistance in waterfront projects.

Energy Facility Siting and Development.

Issue: Presently the Town is not aware of any potential for the location of energy facility sites within its jurisdiction. The Town would support an energy generating facility if it was in compliance with the zoning ordinance and subdivision regulations.

Tourism.

Issue: Tourism is a relatively pollution-free industry requiring little or no on-going public investment.

Policy Alternatives:

- 1) Town could elect to take no action.
- 2) In an effort to take advantage of the Town's unique natural and cultural resources, the Town should promote the tourism industry.

The Town selects Policy Alternative #2.

Strategies

- 1) Work closely with the Chamber of Commerce and the State Office of Travel and Tourism Development in promoting Edenton as a tourist attraction.
- 2) Consider preparing an economic development strategy plan to identify potential tourism development strategies.
- 3) Solicit all available sources of state and federal funds to assist in promotion of tourism.

Waterfront Access.

Issue: Public waters are a major natural resource for recreational activities. The Town's subdivision regulations state "where a subdivision adjoins a waterfront, one or more lots which

adjoin the water's edge should be reserved to provide water access for owners of interior properties."

The Town also has in place a downtown development plan which provides sufficient public access to waters along the downtown waterfront.

Policy Alternatives

- 1) The Town could elect to take no further action and make use of its existing regulations and plans in effect with no further expansion.
- 2) The Town of Edenton could elect to provide as much waterfront access as financially feasible and could encourage the development of public access beaches, boat docks, etc.

The Town selects Policy Alternative #2.

Strategies

- 1) Continue to implement the downtown development plan.
- 2) Seek funding resources for waterfront development (public including CAMA's Public Access Program and private).

Beach Access. Not applicable to the Town of Edenton. No policy is required.

Coastal and Estuarine Water Beach Access. See Waterfront Access policy. No further policy is required.

Types, Densities, Location (units per acre, etc.) of Anticipated Residential Development and Services Necessary to Support Such Development.

Issue: Residential development projections indicate development will be moderate and can easily be accommodated within the

planning area. Residential development will continue to be low-density (single-family detached) and public facilities are adequate to serve this anticipated growth. No further policy is needed.

Land Use Trends/Observations. No significant changes have occurred in the planning area since the last update. Therefore, no policy concerning land use trends is needed.

Continuing Public Participation.

Issue: Plans for future growth and development of the Town of Edenton can best be realized if citizens are given an opportunity to participate in the planning process and are educated on a continuing basis about the need for and advantages of community planning.

Policy Alternatives

- 1) Since all meetings of the Planning Board and Edenton Board of Commissioners are open to the public, all citizens have access to the planning process, and no further action is necessary.
- 2) Provide ample opportunities for the citizens of Edenton to provide meaningful involvement in the planning process.
- 3) Provide opportunities to explain and promote planning to the citizens of Edenton.

The Town adopts as policy on Public Participation Alternatives #2 and #3.

Strategies

- 1) Continue to publicize planning commission meetings when land use issues are involved.

- 2) Through the Chamber of Commerce, notify various public, semi-public and private organizations that Planning Board members and staff are available to provide presentations on the planning process and value of sound community planning.

NOTE: For a discussion of the public participation and education process used in this CAMA Plan Update, refer to Page 1.

HURRICANE AND STORM MITIGATION

Each year North Carolina's coastal communities face the distinct possibility of extensive damage resulting from hurricanes. Since 1890, the State has experienced 23 major hurricanes. During this same period, development in coastal communities has rapidly accelerated. Local governments, in their role of protecting the health, safety and general welfare of their citizens, bear the responsibility of attempting to reduce the risk of property damage, personal injury and possible loss of life. Local governments may also assume the responsibility of ensuring that reconstruction following a hurricane will occur quickly and that the community will redevelop in a manner which will reduce the possibility of future risk.

The CAMA Land Use Plan guidelines require each coastal community to evaluate the risk associated with major storms and to consider policies for mitigating (guarding against) storm hazards, post-disaster recovery and evacuations. The CAMA guidelines require consideration of mitigation, reconstruction and evacuation issues discussed in Before the Storm: Managing Development to Reduce Hurricane Damage (McElyea, Brower, Godschalk). The planning process utilized by the Town in developing the following policies, closely follows Before the Storm.

Storm Hazard Mitigation

Storm hazard mitigation is defined as taking action to reduce the probability of damages resulting from a major storm. Storm mitigation activities available to local governments in the coastal area include zoning regulations, subdivision regulations, building codes, and special ordinances such as shoreline setback controls, standards for

erosion protection and requirements for protecting sensitive environmental areas. Other mitigation measures may include development moratoria and interim development regulations (usually imposed following a disaster), land acquisition, transfer of development rights, public facility siting and design, and comprehensive planning. Each community has a unique set of development problems and potential and storm mitigation measures selected will vary accordingly. The goal of this section of the Land Use Plan is to establish policies which are consistent with the Town's hurricane vulnerability. This vulnerability is based upon an analysis of a hazard map, level of development in the hazard areas and severity, type of risk and monetary value of potential losses.

Hazard Map

The first step in the storm mitigation planning process is to identify the areas of the Town which are most vulnerable to hurricane damage. For purposes of this Land Use Plan, hazard areas are designated as:

1. Storm Surge areas (for Sea, Lake, and Overland Surge from Hurricane (SLOSH) Model prepared by U.S. Corps of Engineers).
2. Flood-prone areas (HUD Flood Insurance Maps).
3. Areas of environmental concerns (AECS - designated by CRC).

Probably the most appropriate indication of hurricane vulnerability are the storm surge areas as delineated by the Corp of Engineers (COE) SLOSH model. The SLOSH model was developed by the Corps of Engineers to to simulate the height of the storm "surge" from hurricanes of varying serverity. The SLOSH model uses the five categories of hurricanes identified by the National Weather Service.

Hurricanes are identified as Category 1 thru 5, depending upon their wind speeds. A Category 1 storm has winds of 74-95 miles per hour, resulting in a surge of waterways of 4-5 feet. Damage would be expected to be minimal. A Category 2 storm has winds of 96-110 miles per hour, resulting in a surge of 6-8 feet. Damage would be moderate. Category 3 storms have winds of 111-130 miles per hour, a storm surge of 9-12 feet and extremely damaging. Category 4 storms have winds of 131-155 miles per hour, a storm surge of 13-18 feet and extreme damage. Finally, Category 5 storms have winds in excess of 155 miles per hour, storm surge in excess of 18 feet with catastrophic damage.

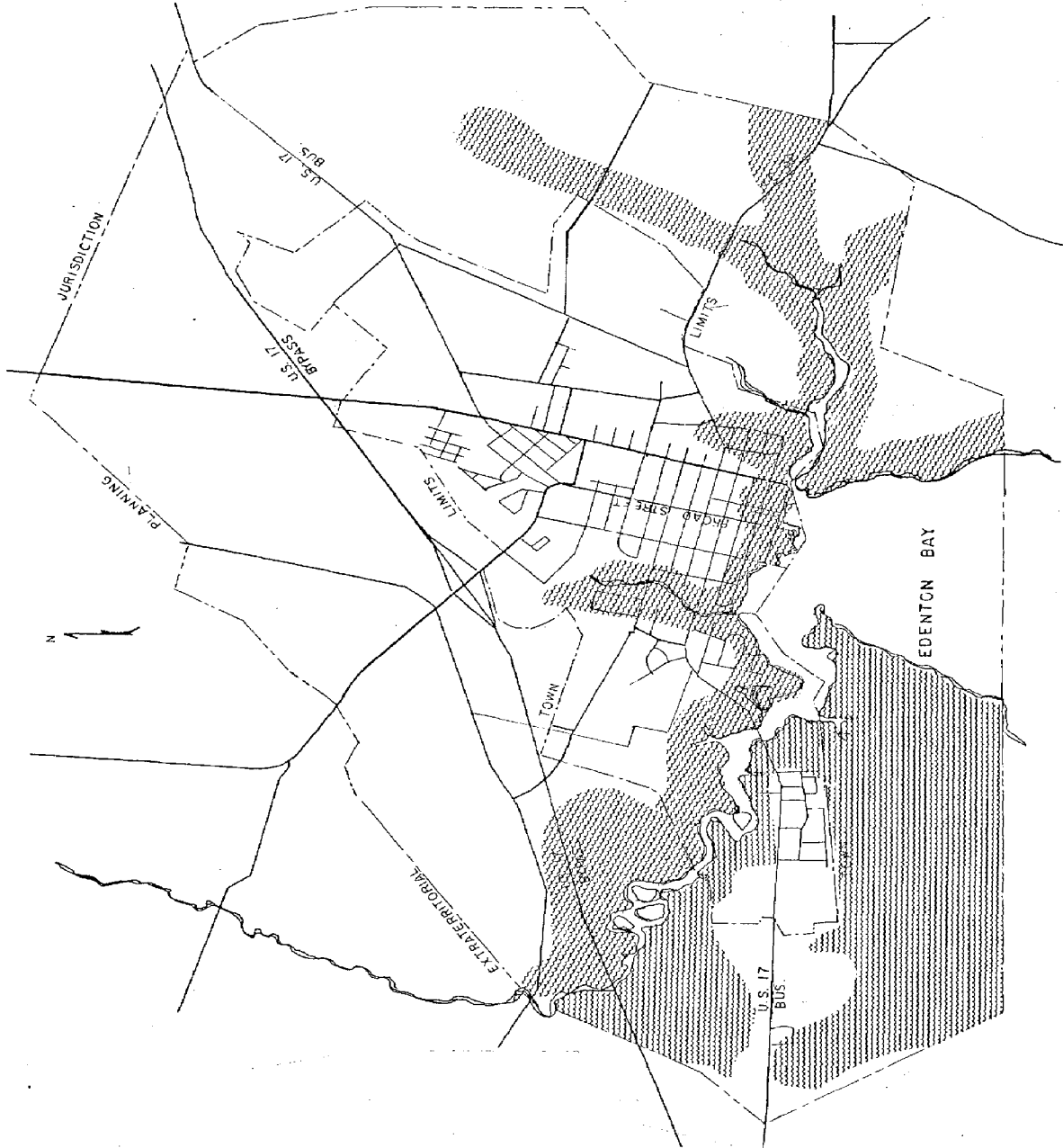
A map delineating the Town's SLOSH areas is provided as Exhibits 11 and 12. Areas of Edenton are expected to be inundated by Category 1 and 2 storms. The areas subject to inundation are adjacent to the Edenton Bay, Pembroke Creek and Queen Ann Creek. (The SLOSH model does not identify any areas subject to Category 3, 4, and 5 storms.)

Level of Development in Hazard Areas

During preparation of this Plan, a transparent overlay mapping system was used by superimposing the SLOSH areas (as well as AEC's and flood-prone areas) over an existing land use map. This overlay technique revealed that significant development has occurred in the storm hazard areas. It is estimated that approximately 9 percent (9%) of the population of Edenton lies within the hazard area.

Approximately 192 homes and 3 public/semi-public building are constructed within the hazard area. In addition, 20 commercial structures and 3 industries are located within this area. The estimated value of these residential and non-residential areas is \$12.2 million. The estimated tax value of the property, subject to taxation, is \$10.1 million.

SLOSH AREAS EDENTON, NC



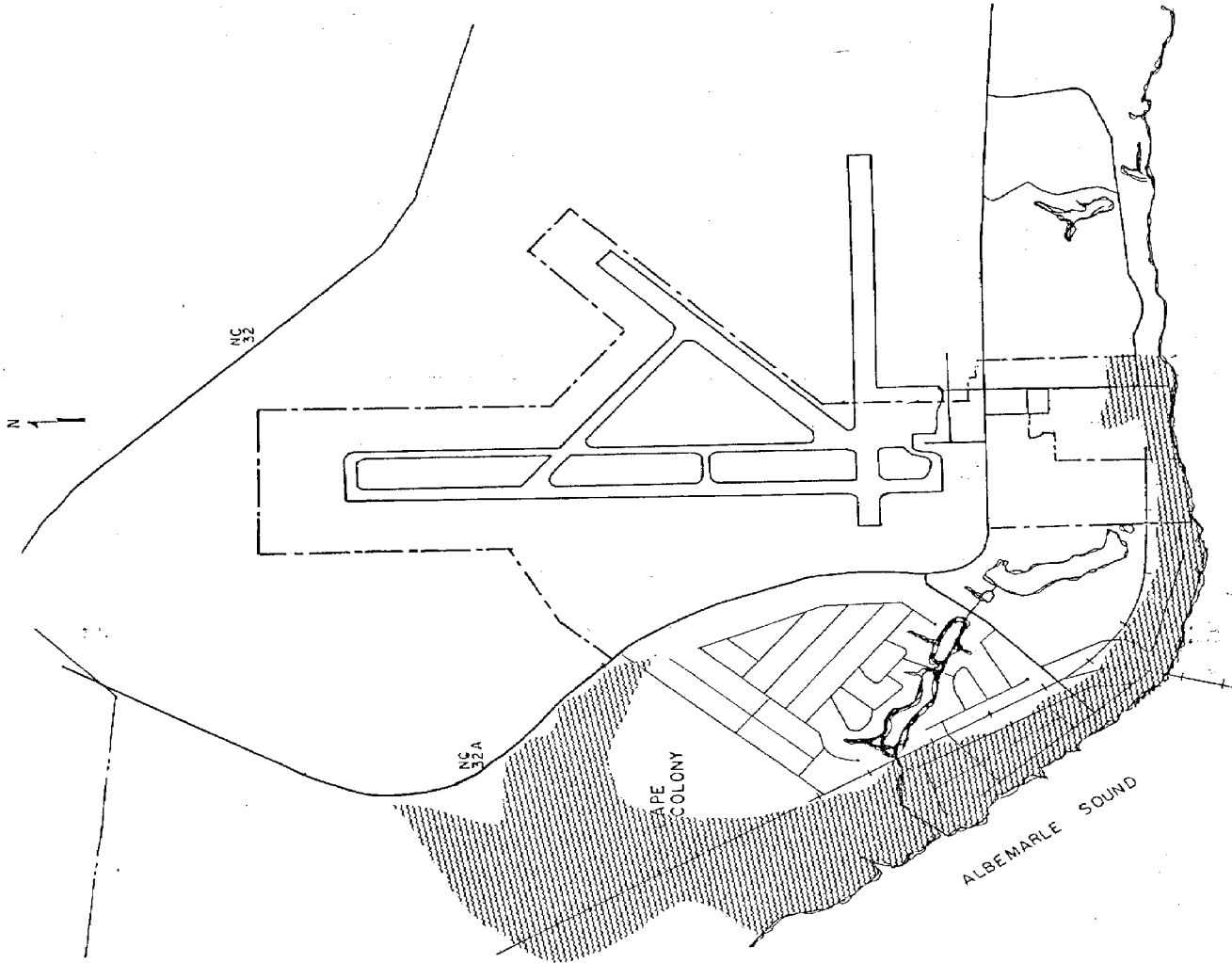
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CATEGORY 1 AND 2

HURRICANES

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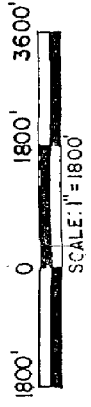
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CATEGORY 1 & 2
HURRICANES

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Type of Risk, Severity, Monetary Value of Losses

As with any hurricane, damage may be caused by highwinds, flooding, erosion and wave action. The severity of these risks has been analyzed in Exhibit 13.

As this Exhibit indicates, the hurricane forces would severely affect the estuarine shoreline AEC. The shorelines would be exposed to high winds, flooding, wave action and erosion. Next in level of severity would be the SLOSH areas. These areas would be exposed to high winds, flooding, wave action and some moderate erosion. Floodprone areas (as defined by HUD Flood Insurance Maps) would be subject to high winds and flooding. The rest of the community would be exposed to high winds.

EXHIBIT 13
TYPE AND SEVERITY OF RISKS ASSOCIATED
WITH HURRICANES

Hazard Area	Exposure to Damaging Forces				Erosion
	Severity Rank	High Winds	Flooding	Wave Action	
AEC - Estuarine shoreline	1	•	•	•	•
SLOSH Areas	2	•	•	•	o
Flood-prone Areas	3	•	•	-	-
Rest of Community	4	•	-	-	-

Exposure Level = High •; Moderate o; Low (-)

Destruction due to hurricanes is the result of high winds, flooding, erosion and wave action. High winds and flooding from excessive rain and storm surges are the most destructive. According to the Saffir/Simpson Hurricane Scale, storm surge resulting from a category 2 storm could be as much as 8 feet. However, damage resulting from Category 1 and 2 Hurricane is anticipated to be moderate. The majority of the structures within the SLOSH Area were constructed in accordance with the North Carolina Building Code which requires materials and construction standards for 100 mile per hour winds.

Storm Mitigation Policies

Based on an analysis of Edenton's vulnerability to hurricane damage, the Town feels that sufficient development regulations are in place to mitigate the hazards of storms. Development within Edenton's AEC's is regulated by the CRC. Development in the flood-prone areas (which encompass the SLOSH areas) is regulated by the Town's Zoning and Floodplain Management Ordinance. The State-wide Building Code also regulates all new construction and substantial rehabilitation (where damage exceeds 50% of building value) within the community. In addition, providing or providing water and sewer could also be used to guide growth and development. The Town's Zoning Ordinance has sufficient provisions for non-conforming uses and structures. Edenton's erosion-prone areas are undeveloped and are adequately protected by existing development regulations. No large scale commercial establishments are anticipated in these areas. At this time, acquisition of land to protect against storm hazards is not considered a cost-effective strategy.

Policy: The Town of Edenton should continue to control development in the AEC's and flood-prone areas to protect the health, safety and welfare of the citizens of Edenton.

Implementation Strategies

1. Continue to regulate development in the flood-prone areas by vigorously enforcing the existing zoning and subdivision regulations and the Building Code.
2. Review and update zoning and subdivision ordinances to insure that all land within the Town's jurisdiction will continue to be adequately regulated against hurricane/storm hazards.

Post-disaster Reconstruction

According to Before the Storm (McElyea, Brown & Godschalk), community action pertaining to disasters fall into 4 categories: mitigation, preparedness, response, and recovery. Whereas preparedness and response normally are handled by the County Emergency Management Agency, mitigation (discussed above) and recovery may be functions of local government.

CAMA guidelines require all coastal communities to prepare a "post-disaster reconstruction" plan which considers the storm mitigation policies outlined above. (Post-disaster reconstruction can be equated to the recovery phase of community action.) Post-disaster reconstruction involves rehabilitation and reconstruction activities necessary to return the community to a normal or pre-disaster condition. Coastal communities may also consider actions during this phase to insure that the community will be safe from future natural disasters. Typical post-disaster reconstruction activities include immediate clean-up and debris removal, reconstruction over a longer period of time, establishment of special recovery task force, establishing guidelines and schedules for repairs and reconstruction, designation of an implementing agency, and establishing policies for repair/replacement of public utilities (and possible relocation of these facilities).

Immediate Cleanup and Removal

Chowan County has adopted a Disaster Relief and Assistance Plan. The purpose of this Plan is to prevent or lessen the effect of disasters on the people and property in Chowan County. Immediate clean-up and removal following a natural disaster in Edenton will be governed by this Plan. According to the Plan, if damage has occurred reentry will be authorized by the Chairman of the County Commissioners, Mayor of Edenton or their designated representative. Immediate clean-up and removal within the corporate limits will be the responsibility of the Town of Edenton. Clean-up and removal outside of the corporate limits will be the responsibility of the County. Disaster damage assessments will be made by the County Emergency Management Coordinator with assistance from damage assessment teams. Reports will be issued to the area Emergency Management Office Coordinator and the North Carolina Office of Emergency Management.

Recovery Task Force

In the event of a hurricane, Chowan County has developed a Hurricane Evacuation Plan to provide for orderly and coordinated evacuation to minimize the effects of hurricane on the residents of the County. If a disaster should occur, coordinated efforts relevant to decision-making and use of resources is needed. For these purposes a Control Group and a Support Group have been developed. The responsibilities of the group would be to make all decisions relative to evacuation, damage assessment and recovery. The following are members of the respective Groups.

Control Group:

- Chairman Chowan County Board of Commissioners
- Mayor of Edenton
- Chowan County Civil Preparedness Coordinator

Support Group:

- Chowan County Manager - Group Chief
- Town of Edenton City Manager - Assistant Group Chief
- Sheriff
- Director of Social Services
- Superintendent of Schools
- County Health Director
- County Finance Director
- Chief Warning Service
- County Fire Marshal
- County Public Information Officer
- Chief Rescue Service
- State Highway Patrol Liaison Officer
- Red Cross Liaison Officer

The formation and operation of this Control Group is based on the assumption that a hurricane would affect the entire County; therefore, there would be no need for a separate recovery task force for the Town of Edenton.

Guidelines for Post-Disaster Repair and Reconstruction

According to Chowan County's Disaster Relief and Assistance Plan and Emergency Management officials, guidelines for repair and recovery consist of completion of damage assessment as soon as possible after a hurricane, notification to State officials of level of damage and coordination of disaster assistance. A temporary development moratorium is not anticipated and all repair and reconstruction will meet local land use regulations and the State-wide Building Code. A schedule or priority system for repair and reconstruction has not been developed.

Implementing Agency

At the present time, all decisions and actions taken in response to hurricanes are implemented by the County Emergency Management Agency. All policy-related decisions are made by the Support and Control Groups described above.

Public Utilities

There are no municipal facilities located within the hurricane hazard area. Therefore, flooding and high winds will have no effect on operations.

Post-Disaster Reconstruction Policies

The following policy alternatives (with selected alternative) and implementation strategies apply to post-disaster reconstruction.

Policy Alternatives

1. The Town should continue to rely on Chowan County Emergency Management plans and policies to guide post-disaster repair and reconstruction activities.
2. The Town of Edenton should supplement Emergency Management Plans with policies and strategies sensitive to the vulnerability assessment and risks previously discussed.

The Town selects both Policy Alternatives.

Implementation Strategies

1. Continue to cooperate with the Chowan County Emergency Management Office, the County's Hurricane Evacuation Plan and Disaster Relief and Assistance Plan.
2. Develop programs to increase public awareness.
3. Consider appointing a Recovery Task Force to support efforts of the Control Group. The purpose of this Task Force would be to review damage assessment reports following a hurricane and determine if supplemental repair and reconstruction policies and programs are necessary to protect the health, safety and welfare of the Edenton community. The Task Force could consider the need for temporary development moratorium, revised land use regulations and additional construction standards for repair and reconstruction. Since a large number of valuable historic buildings are located in the SLOSH areas, the Historic District Commission should provide input into post-disaster reconstruction.
4. Encourage the County to include as a part of its Support Group representatives from the National Guard and State Emergency Response Team.
5. Consider establishing the following schedule or priority system for post-disaster repair and reconstruction:

First Priority: Replacement of essential public services such as electricity, water, sewer, telephone, streets and bridges.

Second Priority: Minor repairs.

Third Priority: Major repairs.

Fourth Priority: New development.

Evacuation

The Chowan County Hurricane Evacuation Plan provides for an orderly and coordinated evacuation and shelter system to minimize the effects of hurricanes on the residents and visitors in Chowan County. This plan establishes a control group, support group, warning and alerting systems, shelter locations and evacuation routes. Based on an analysis of the County's Hurricane Evacuation Plan, evacuation can be accomplished within anticipated warning times.

The County Hurricane Evacuation Plan identifies five schools under the Edenton-Chowan County School system as evacuation shelters.

Based on a review of the County Hurricane Evacuation Plan and knowledge of the current shelter analysis, no policy statement concerning evacuation is necessary.

CHAPTER IV

LAND CLASSIFICATION

In the preceeding chapter, policies relevant to growth and development in the Town of Edenton were developed. A land classification system should be developed to assist in the implementation of the policies developed. The land classification system delineates those areas where certain local, State and federal policies will apply. According to the CAMA regulations, the land classification system allows local governments to identify the future use of all land within their planning jurisdiction. It should be noted that land classification is not a strict regulating mechanism. However, it is a tool to assist localities in guiding future growth and development and the implementation of land development policies.

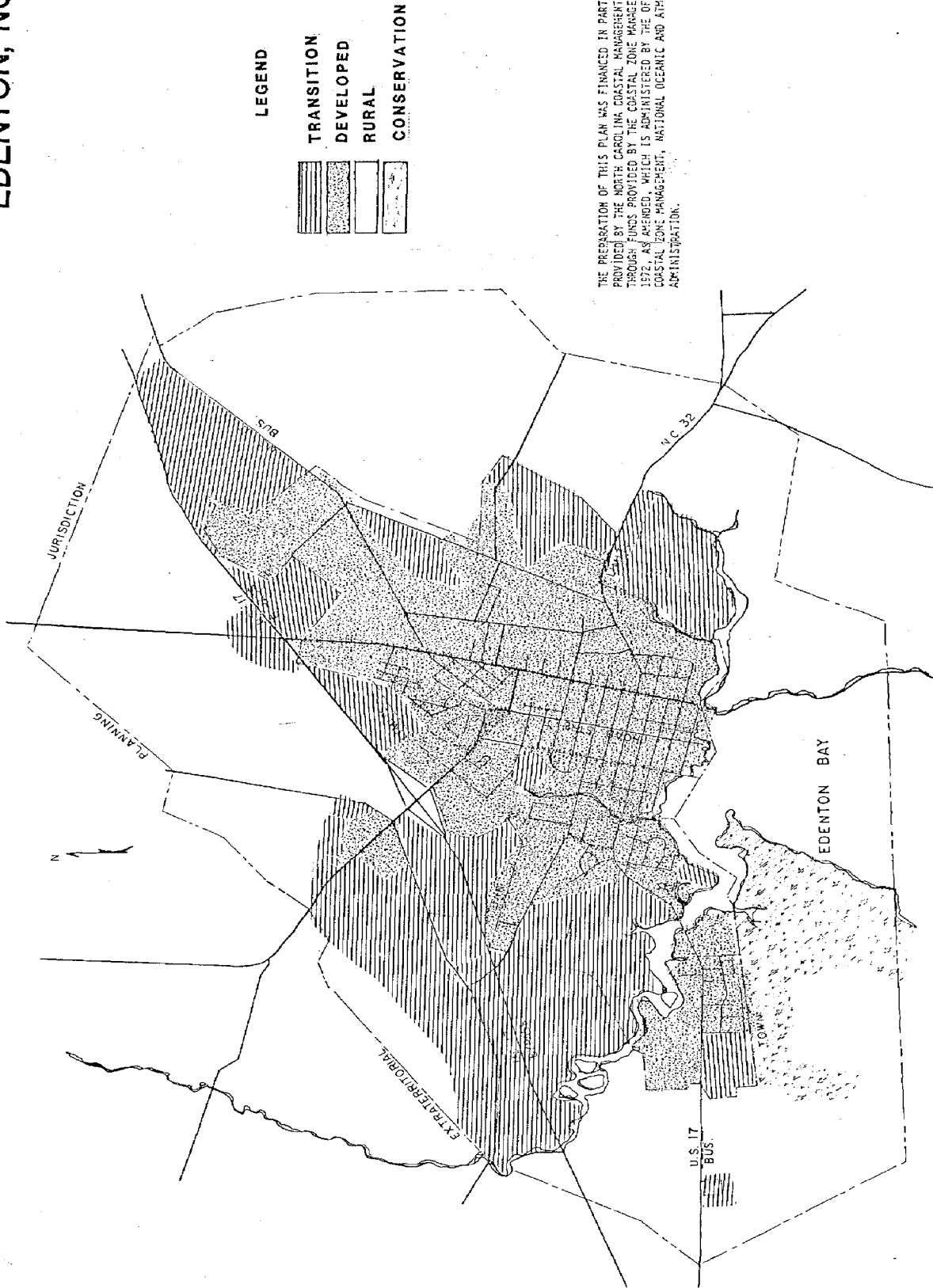
The CAMA land classification system contains five separate classifications: developed, transition, community, rural and conservation. The following discussion defines each category and provides an analysis of their impact on land use. The relationship between the Town's adopted policies and individual classification is also discussed.

Developed

Areas classified as developed (Exhibits 14 and 15) are presently developed for urban purposes and continued intensive urban development and redevelopment. This classification includes areas developed as urban or those areas with a density of approximately 500 dwellings per square mile.

Most of the land within the Edenton town limits is classified as developed. All of the land within this classification is capable of being served by water and sewer. There are some areas in this classi-

LAND CLASSIFICATION EDENTON, NC

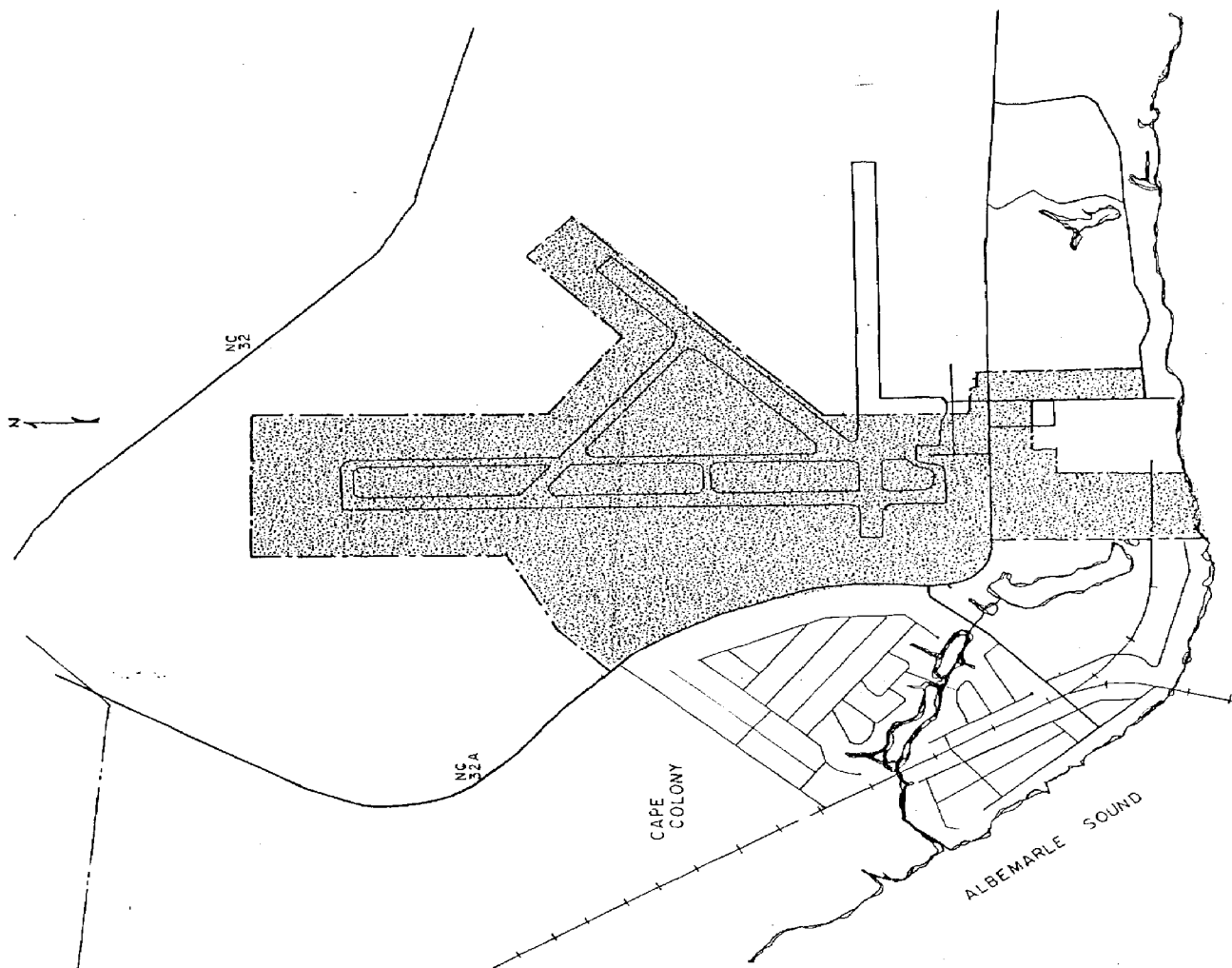


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DEVELOPED

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fication do not have water and sewer. If development does occur, it will be the developers' responsibility to provide services in accordance with Town policy.

Transition

The transition classification contains land that currently has some urban and additional land needed to accommodate projected population and economic growth. Intensive urban development will occur within the transition areas during the planning period. Land in this class will be scheduled for provision of water and sewer during the planning period.

The transition classification primarily includes the areas located adjacent to U.S. 17 Bypass corridor. An additional transition area is identified east of Coke Avenue between U.S. 17 Business and NC Highway 32.

As indicated on the Land Classification Map, transition areas are located adjacent to the developed area. It is projected that most urban development during the ten year planning period will occur on the transition lands. Transition areas are limited to areas within the town limits or in close proximity to the town limits. This development pattern is consistent with the Town's policies relating to service extensions.

Community

The Community classification is characterized by a cluster of mixed uses in rural areas which do not have municipal services. It is considered appropriate for residences, churches, schools, and light commercial.

The 1981 CAMA Land Use Plan classified as Community an area located west of Edenton adjoining Mexico Road and N.C. 32 West. Based on an analysis of existing and projected utility data, it was determined this area is better suited for the Transition Classification. Therefore, no land within the planning jurisdiction is classified as Community.

Rural

Land classified as rural are those best suited for agricultural, forest management, mineral extraction and low-density uses. Urban services are not required because of the dispersion of development in these areas. These lands have enough limitations to make intensive urban development uneconomically feasible.

Rural lands are located primarily in Edenton's extraterritorial planning area. There exists one rural area within the corporate limits located on the east and west side of Old Hertford Road.

The Edenton Zoning Ordinance is consistent with the areas designated as rural in that all areas designated rural are zoned RA-20. This zoning district permits low-density residential uses and has no restrictions on forest or agricultural activities.

Conservation

Lands included in the Conservation Classification are considered fragile or hazardous for urban development. These are also lands with natural resources that need to be preserved. Lands within the conservation classification may be major wetlands, undeveloped shorelands, wildlife habitat and land that will remain undeveloped for commercial, residential and industrial purposes.

The areas in Edenton classified as conservation are the State-designated Areas of Environmental Concern (AEC's) and a wooded swamp area.

The AEC's consist of the estuarine waters of the Edenton Bay, Pembroke Creek, Queen Anne Creek, and Filbert Creek. (For further discussion of AEC's, refer to Page 20.) Development in these areas will be subject to the regulations of the State Coastal Area Management Act (CAMA).

The Town has also identified a wooded swamp area south of Filbert's Creek and west of Edenton Bay as a fragile area. (For further discussion on wooded swamps, refer to Page 20.) The environmental significance of this area has been the subject of study by local colleges. Until the significance of this area is fully understood, the Town will require that development in this area be subject to the same requirements as CAMA-regulated AEC's.

The Town recognizes that the identified fragile areas may also be designated as Corps of Engineers-regulated wetlands. As such, construction within Corps-designated wetlands is subject to regulation by the Corps under Section 404 of the Clean Water Act.

Specific uses allowed in the conservation areas are primarily governed by State and federal regulations and include the following:

- Docks, piers and marinas that are in compliance with local State and federal guidelines.
- Utility service lines such as water, sewer, electrical and natural gas.

Relationship of Policies and Land Classification

The CAMA regulations indicate that each land use plan must discuss how the land use policies developed apply to each land classification. The following section discusses the relationship between policies and land classifications and identifies appropriate land uses.

Developed and Transition. Developed and transition land classifications have or will have utility service appropriate to accommodate intensive land uses. These uses include commercial, industrial, residential, public transportation and community facilities. The developed and transition areas are the only areas under consideration for intensive urban development which would require urban services. Policy statements regarding provision of urban services, growth densities and redevelopment within these areas have been delineated.

Community. There is no community designation within the planning area.

Rural. The rural classification allows for low-intensity uses. Residences with appropriate on-site water and sewer facilities are allowed. In addition, agriculture forestry, mineral extraction and various other low-intensity uses are allowed. Policy statements on the preservation of prime agricultural land and the prevention of adverse impacts on these areas have been adopted.

Conservation. The conservation class is intended to protect and preserve fragile natural resources including areas of environmental concern. Uses within this classification are limited due to State and federal regulations. Policy statements relevant to protection of water

quality, appropriate uses and management of areas of environmental concern have been made and are compatible with this classification.

Intergovernmental Coordination

The Land Classification Map and adopted policies in the Land Use Plan provide the basic tools for governmental decisions relative to growth and development. The Land Use Plan will serve as a policy guide for planning, budgeting, and for the provision and expansion of community facilities. In order to implement the policies described in the Land Use Plan, governmental coordination at the local, State and federal level is required.

The Town of Edenton, during development of its Land Use Plan, has strived to ensure compatibility between local, State and federal policies and policies contained in its Plan. Chowan County's Land Use policies were reviewed and there appeared to be no inconsistencies between the adopted policies in both plans. The Town's policies and Land Classification Map were reviewed throughout the development process for compliance and compatibility with State and federal regulations.

The Town of Edenton has and will continue to work with State and federal agencies in implementing the policies described in this Plan.

